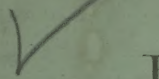


Box
1398

1868



REPORT

OF

The Citizens' Association

OF NEW-YORK,

UPON THE CONDITION, ETC., OF THE INSTITUTIONS

UNDER THE CHARGE OF THE

Commissioners of Public Charities and Correction;

WITH SUGGESTIONS IN RELATION TO

ORGANIZING A BUREAU OF LABOR STATISTICS AND EMPLOY-
MENT, AND DEPOTS IN THE WEST FOR THE
DISTRIBUTION OF LABOR.



PUBLISHED BY
THE CITIZENS' ASSOCIATION OF NEW-YORK.

1868.

REPORT
OF
The Citizens' Association
OF NEW-YORK,
UPON THE CONDITION, ETC., OF THE INSTITUTIONS
UNDER THE CHARGE OF THE
Commissioners of Public Charities and Correction;
WITH SUGGESTIONS IN RELATION TO
ORGANIZING A BUREAU OF LABOR STATISTICS AND EMPLOY-
MENT, AND DEPOTS IN THE WEST FOR THE
DISTRIBUTION OF LABOR.

NEW-YORK :
Published by the Citizens' Association,
No. 813 BROADWAY.

1868.

REPORT

Presented to the Association
at its annual meeting held at
the Hotel... in the month of...

By the Secretary, J. H. ...

and Treasurer, J. H. ...

For the year ending...

The following is a summary of the work...

done during the year...

The first part of the year...

was devoted to...

the study of...

the history of...

the progress of...

the work of...

the association...

in the year...

the following...

is a list of...

the names of...

the members...

of the association...

CITIZENS' ASSOCIATION OF NEW-YORK,
February 11th, 1868.

MESSRS. JAMES B. NICHOLSON, OWEN W. BRENNAN, JAMES
BOWEN, ISAAC BELL, *Commissioners of Public Charities
and Correction.*

GENTLEMEN,—

Please find herewith the Report of the Committee appointed by the Citizens' Association to visit the institutions under the care of the Commissioners of Charities and Correction.

The Association respectfully begs leave to call your attention to that portion of the Report referring to the organization of a Bureau of Labor Statistics and Employment, and to the establishment of depots in the West for the distribution of the surplus labor of the East.

In view of the present depressed condition of business, the large number of persons out of employment, and the high price of all agricultural products, the Association would earnestly urge early action on the part of the Commissioners to inaugurate these great measures of relief, so that, with the opening of Spring, the work may commence.

Large quantities of grain and corn were unharvested last year in the West, on account of the scarcity and high price of labor.

The famine prevailing with such severity in many parts of Europe will create a very active demand for bread-stuffs from this country; and this demand will, if labor remains thus stagnant in our large cities instead of being transferred to the West, increase the distress of thousands of our own people and impose upon us a very burdensome tax.

In order to pave the way for a general movement throughout our large cities on the Atlantic coast to transfer the surplus labor of the East to the West, the Association

intends to send this Report to the Editors of the principal newspapers in the Western States, with the request that they will publish portions of it, with such editorial comments as will call public attention to the subject.

If the tens of thousands out of employment in the cities and towns of the East, and the able-bodied inmates of our alms houses and charitable institutions, could be transferred to the idle and unproductive lands of the West, this additional labor would increase the amount of our annual production by many millions of bushels of wheat and corn.

This whole subject is worthy of the attention of our most eminent statesmen; and the Association feels that it will receive, at the hands of the Commissioners of Charities and Correction, the earnest and prompt consideration which its importance demands.

The Association will be most happy to co-operate with the Commissioners at all times, and in any way that will promote this or any other interest coming within their field of labor.

The golden precept, "OVERCOME EVIL WITH GOOD," seems to come to us with fresh inspiration, as we survey the field of human ills and sorrows in which it is the peculiar mission of the Commissioners of Charities and Correction to labor.

There is room enough for all—there is plenty for all—and life may be made a great blessing to all if we only take hold of it wisely.

Very respectfully,

PETER COOPER,

Chairman Citizens' Association of New-York.

NEW-YORK, *January 30th*, 1868.

TO THE CITIZENS' ASSOCIATION OF NEW-YORK.

YOUR Committee appointed to examine into the condition and management of the institutions under the charge of the Commissioners of Public Charities and Correction of the City of New-York, and to report thereon with such suggestions as to the Committee might seem proper, respectfully begs leave TO REPORT:

A careful investigation has been made into the manner in which the Commissioners conduct the business of their department at the Central Office, in Bond Street.

The strictest business arrangements prevail, and no check is wanting which is calculated to secure economy and honesty in the expenditure of the public money. The Commissioners attend at their office every day to superintend the matters connected with the department, and a daily visit is made by one or more of them to all the institutions under their charge.

All the supplies of the department are purchased in open market by a Supply Clerk whose exclusive business is to make the purchases for the institutions. The Commissioners represent that the Supply Clerk is left to his own judgment in making the purchases, the Commissioners never recommending that he should buy of particular parties, but he is held to a strict accountability in the performance of his duties.

There is no department of the City Government where capacity, economy and honesty are more required than in that of the Public Charities and Correction; but in this department there is also required a love of the work and strong sympathy with the unfortunate classes with whom the department deals. In other public matters honesty is desirable, but its want is the cause of the loss of so much money merely to the public; but in this department the

want of honesty not only causes a loss of money to the public, but is a positive cruelty to the poorest, the most unfortunate, the most helpless in the community.

Your Committee is happy to state that everything it has seen in its inspection of the public institutions has tended to show that, in addition to capacity, economy, and efficiency in the discharge of their duties the present Commissioners possess, in the highest degree, that warm sympathy for the unfortunate classes coming under their care that makes their work a pleasure.

The department of Public Charities and Correction has the care and maintenance of four classes of institutions :

First. Prisons for the temporary confinement of prisoners, Penitentiary, Workhouse.

Second. Alms Houses, Lunatic Asylums, Asylum for Inebriates.

Third. Hospitals.

Fourth. Nurseries for Children.

In order that a correct idea may be obtained of the extent of the work of this department, your Committee gives the number of persons subsisted during the year 1867, at the various institutions under the charge of the Commissioners, as taken from their last report, viz. :

In the City Prisons.....	47,640
“ “ Penitentiary.....	2,311
“ “ Workhouse.....	16,130
“ “ Alms Houses.....	4,033
“ “ Blind Asylum.....	99
“ “ Hospital of Incurables.....	204
“ “ Infants' Hospital.....	1,535
“ “ Bellevue Hospital.....	6,573
“ “ Charity Hospital.....	6,855
“ “ Small Pox Hospital.....	209
“ “ Fever Hospital.....	320
“ “ Epileptic Hospital.....	153
“ “ Lunatic Asylum.....	1,440
“ “ Paralytic Hospital.....	119
“ “ Randall's Island Nurseries.....	2,040
“ “ Randall's Island Hospitals.....	1,080
“ “ Idiot Asylum.....	62
Total.....	90,815

THE INFANT HOSPITAL.

The first institution visited by your Committee was the Infant Hospital on Ward's Island. It was the custom to send foundlings and abandoned infants, and infants whose mothers were unable to work, to the alms houses, where the infants without mothers were committed to the care of the female inmates. It appears, however, from the reports of the Commissioners that the mortality among the infants without mothers was 85 per cent., and, excluding those adopted from time to time, an infant seldom survived a year. The Commissioners, in 1866, to decrease this mortality established a separate hospital and appointed a matron and paid nurses to its charge. The change, although perceptible, was not entirely satisfactory.

The Commissioners then introduced, June, 1867, the wet-nurse system by transferring some of the wet nurses to the Infant Hospital. The change was manifest and immediate.

In consequence of this prolonging of the lives of the infants it became necessary to transfer them temporarily to a portion of the Inebriate Asylum, just completed on Ward's Island, and this transfer will continue until the Infant Hospital, now in course of erection on Randall's Island, is completed. The number of infants now at the Hospital is 315, and the average mortality is about twenty per cent.

Your Committee examined this institution very thoroughly. The infants are classified; the hopeless cases being placed in one large room by themselves. These hopeless cases are mostly those from two weeks old and upwards, picked up in the streets of the city by the Police.

They are found generally in a starved or half frozen condition; several of those seen by the Committee were in a dying state.

The Commissioners receive, on an average, from two to three infants daily.

Your Committee found the rooms commodious, well aired, and clean and supplied with all the conveniences and comforts for the support of the infants. Each nurse has charge of two infants whom she nurses.

The Commissioners are entitled to the thanks of the community for the inauguration of a system which has made life the rule and death the exception in this hospital.

THE NURSERIES ON RANDALL'S ISLAND.

Your Committee then visited the various institutions on Randall's Island, including the nurseries and hospitals for children and the Asylum for juvenile idiots.

The nurseries are for the reception of children over four years of age who have been abandoned by their parents and for children whose parents are unable to support them. The number of these children in the nurseries, on January 1st, 1868, was 726. These children are taught on the Island, in schools provided by the Board of Education until they arrive at a suitable age to be bound out to trade or to be sent to supply the demands of the West for farm hands and female labor.

The Commissioners represent that they exercise the most careful supervision over binding the children out to employment, and reserve to themselves the right to cancel the indentures, if the interest of the boy or girl demands it.

The Commissioners represent that they make careful inquiry into the moral character of all applicants for children, and endeavor to secure for those under their charge, good and comfortable homes, wherein by industry and merit they may rise to become men and women of usefulness.

The Commissioners have realized gratifying results from the sending of children to the West. The Commissioners represent, that of the 1,000 sent West by them, not more than 5 or 6 have turned out badly; all the others,

as a general rule, have become prosperous and happy, and successful in business. This speaks well for the plan.

Your Committee arrived at Randall's Island, as the children were mustering for dinner, and observed, with much pleasure, the general order prevailing, the regularity of movement as the children marched to their dining hall, and the good behavior manifested throughout the meal. Before they commenced their meal the children asked a blessing. The Committee examined the food, which was abundant and wholesome.

The boys were all well clad in thick woolen garments. The Committee carefully examined the dormitories of the children, and found them well ventilated, comfortable and neat, and the beds clean and supplied with an abundance of covering.

The supply of Croton water was ample throughout the buildings, and the washing, bathing and other conveniences were in the best order.

In the Hospital for the children, there were on January 1st, 1868, 280 inmates. Everything possible is done here to assuage the suffering of the children, and restore them to health; and the attendants seem to be persons of skill and ability, and in sympathy with the little ones who are under their charge.

THE IDIOT HOUSE.

The Committee visited the Idiot House on this island, for the care of children of all degrees of mental imbecility. There are now about 60 idiots in this institution, which is in charge of the officers of the Children's Hospital.

In connection with the Idiot House the Commissioners have established a school for the education of the juvenile idiots. The Committee were greatly surprised at the proficiency manifested by these children, many of whom, originally, were incapable of distinguishing color or form,

but who now show great progress under their efficient and careful instructress.

THE WORKHOUSE.

Your Committee then visited the various institutions on Blackwell's Island. The Commissioners report that there are now some 1,200 persons confined in the Work House. Drunkards, vagrants and disorderly persons are committed to this institution, and the terms of imprisonment vary from ten days to six months. The Work House is a stone building, well built, about 700 feet in length, and three stories high. All the inmates are required to work, the females at scrubbing, &c., and the men at drawing stone, digging, carting ice, and improving the island.

Your Committee found this whole building in most admirable condition, the cells clean and well ventilated, and the prisoners comfortably clothed. It gives your Committee pleasure to commend the general order, the strict discipline and cleanliness on all sides.

EPILEPTIC AND PARALYTIC HOSPITALS.

Your Committee next visited the two special Hospitals established by the Commissioners, the one a hospital for epileptics and the other for paralytics.

Formerly these classes of patients were treated in the general hospitals, but the Commissioners as far as practicable with economy, have now classified the patients.

It has been found that the comfort of the patients has been greatly increased when separated under distinctive classifications. When they were in the general hospitals their afflictions being chronic, and considered incurable, they were often times overlooked by the physicians, whose care was demanded by others needing immediate attention.

In the Hospital for Epileptics the patients number some

65, and in the Hospital for Paralytics, the number is about 49. The nurses and attendants appeared to your Committee to be persons of intelligence, well qualified for their difficult positions; and everything seemed to have been done to provide for the comfort of these poor unfortunates under the charge of the Commissioners.

Your Committee also visited the school or gymnasium used by the epileptic patients. The exercises consisted of light gymnastics, and were calculated to promote moderate physical development, and to prevent the mind of the patients dwelling upon their misfortunes.

The Commissioners represent that there is no other institution in the country where paralytic and epileptic diseases are treated separately and distinctively from all other diseases.

LUNATIC ASYLUM.

Your Committee next visited the female wards of the Lunatic Asylum. The Commissioners represent that in the Lunatic Asylum, on January 1st, 1868, the number of patients was 917, male and female.

The inmates of this institution appeared to be greatly crowded for room; the building not being able to accommodate properly more than 521 patients.

Your Committee would recommend that the accommodations for the insane be increased.

HOSPITALS FOR INCURABLES.

Your Committee next visited the hospitals for incurables—the one a hospital for males, and the other a hospital for females. These hospitals are for those who are afflicted with chronic diseases beyond the reach of medicine, and for the bed-ridden inmates of the Alms Houses, both of which classes require the continuous attention of the physicians and of kind nurses.

The number of patients remaining in these hospitals January 1st, 1868, was 74.

Your Committee was much pleased with the kind attention shown to the inmates, and with the ample provisions that are made for their comfort.

ALMS HOUSES.

Your Committee next visited the Alms Houses. In these institutions there remained 1,242 inmates on the 1st of January, 1868.

The Commissioners represent to your Committee, that as a rule no persons are admitted to the Alms Houses, except those who, from old age or lasting infirmity, are unable to earn a livelihood; for it has been found that an inmate of the Alms House after a brief residence loses all self-reliance and becomes a pauper through life. The able bodied who apply for relief are either relieved through the Bureau for the Relief of the Out-Door Poor, or are committed to the Work House. The Alms Houses have thus become Hospitals for the old and infirm, rather than retreats for the vagrant and slothful.

Your Committee found the wards of the Alms Houses well ventilated and clean, and the inmates comfortably clothed, and well cared for.

THE PENITENTIARY.

Your Committee next visited the Penitentiary. The number of prisoners confined in the institution on January 1st, 1868, was 475. The prisoners are divided into three classes, according to the gravity of their crimes, namely:

First. Prisoners known to have been imprisoned in a State prison. Prisoners who have been convicted of felony the second time.

Second. Prisoners convicted of felony for first offence.

Prisoners convicted for assault and battery, with intent to commit felony.

Third. Prisoners convicted of assault and battery.

Although subject to the same rules in respect to discipline, they work in separate gangs, and eat at separate tables, and each prisoner occupies a separate cell. Those who have not been guilty of felony are exempt from wearing the distinctive dress of the Penitentiary.

Your Committee carefully examined the condition of this building, and found it to be most admirable. It was well heated throughout, and the cells were neat and clean.

CHARITY HOSPITAL.

Your Committee next visited the various wards of the Charity Hospital. The number of inmates in this institution January 1st, 1868, was 1,053.

The Commissioners are to be commended for the admirable arrangements that prevail in this hospital, and for the care and attention bestowed upon the sick.

Your Committee examined the apparatus by which the institution is heated and supplied with hot and cold water, and found the same in excellent order.

The Medical Department on the Island is composed mostly of young physicians, graduates of the various colleges in the country, who are not admitted by the Commissioners until after passing an examination. There are many applications, and the Commissioners thus have the opportunity of procuring good medical attendance for the patients free of charge.

The Commissioners also have the services of a number of the best physicians in the city, as consulting and visiting physicians, free of charge.

Your Committee also visited the Asylum for the Blind, and found the inmates to be well cared for, and their apartments clean and well ventilated.

THE MORGUE.

Your Committee also visited the Morgue, or receptacle for the unknown dead. This building is connected with Bellevue Hospital.

The following figures, showing the work of last year, prove the importance of this institution :

There have been received.....	105 bodies.
Recognized by friends.....	54
Unknown	51
	— 105

OUT-DOOR SICK.

Your Committee also visited the Bureau of the Out-Door Sick connected with Bellevue Hospital.

This is a dispensary for the gratuitous treatment of the sick who live at their homes, and are able to visit the Bureau for advice and medicine. This Bureau is most effective in relieving the sick, and in preventing them from coming into the public institutions.

Your Committee found admirable arrangements prevailing here, for the treatment of this class of patients.

BELLEVUE HOSPITAL.

Bellevue Hospital was erected in the years 1811-15. It was formerly a part of the Alms House, and was so badly managed that even the vagrant sick were loath to enter its wards. Under the administration of the Commissioners it has gradually been elevated to the rank of the best Hospitals in the world. The number of inmates averages about 800, the capacity of its wards being for 1,000 beds. On visiting its wards and the different departments, your Committee was struck with the cleanliness, the good order everywhere

prevailing, and the apparent efficiency of the officers and all the subordinates.

CITY PRISONS.

Your Committee also visited the City Prisons under the charge of the Commissioners, and found the Essex and Jefferson Market Prisons in good condition ; the cells were neat and clean, and the buildings well ventilated.

THE TOMBS.

The First District Prison, (the Tombs,) was completed in the year 1838, with accommodations for the confinement of 120 prisoners, though the average number for that year was about 50. The Commissioners report that in the year 1866 the average number was 369, and during the month of September, 1866, 435, or nearly four times the number for which the prison was contemplated.

This prison, in addition to being a mere district prison, is also a prison for the temporary confinement of prisoners under sentence, and a receptacle for the prisoners from the other prisons who are held for trial. They are confined here until trial.

The prison for males in the Tombs was very much crowded—from two to three prisoners being in each cell. There is not a sufficient classification of the prisoners ; in consequence of the want of room, the more depraved prisoners are confined with those charged with lighter offences.

The court-rooms and clerks' offices in the Tombs occupy much space—additional cells could be made if these court-rooms were removed—but they must of necessity be near the prisons.

The Commissioners should be empowered by law to make such judicious alterations in the building as would supply the wants of the institution.

Your Committee found the ventilation of the Tombs very

imperfect, and would recommend that the Commissioners give special attention to this subject.

In the management of the institutions on the Island, pauper-labor is extensively used.

In the different institutions, and in the Hospital wards, printed cards are placed on the walls indicating what diet is allowed to the inmate; and if the inmate does not receive it, he can complain to one of the Commissioners on his daily tour of examination. In case of medical treatment, the patient is told what he is to get; and if it is not furnished to him, he can complain to the Commissioners; and if the explanation of the officer whose duty it was to furnish it, is not satisfactory, the officer is discharged.

OUT-DOOR POOR.

All applications for relief, for admittance to the Hospitals, Alms Houses, and Nurseries, are made through the Bureau of Out-Door Poor. Voluntary committals to the Work-Houses are made through the same Bureau.

The poor who do not come into the public institutions, are relieved through the Bureau known as the Bureau for the Relief of the Out-Door Poor.

The manner in which this Bureau is managed is as follows:

The City is divided into six districts—to each district a Visitor is appointed. The Visitors visit the applicants for relief, and report to the Superintendent of the Bureau of Out-Door Poor the nature and amount of relief required, who then grants such relief as he thinks proper. The relief is either in money or coal.

In 1867 the amount of the various kinds of relief afforded to the out-door poor was as follows:

Coal	1,682½ tons; cost, \$13,530 10
Money	25,716 75
No. of persons relieved with coal.....	13,071
“ “ “ “ money.....	8,760

The system of order throughout the institutions is excellent.

There are many checks in operation by which it is ascertained, very correctly, that all supplies purchased are used in the institutions.

INDUSTRIAL SCHOOLS.

Your Committee respectfully calls the attention of the Legislature to the necessity of empowering the Commissioners of Charities and Correction to take active means to remove the sources of crime among our people. In this city, the Commissioners represent that there are 30,000 children growing up in ignorance and idleness. They are mostly vagrants, and have no occupation but to beg, and learn no art but to steal.

It is represented that the first vice of these children is to pilfer from the goods on our wharves; and that the progression from pilfering to burglary and other crimes is sure and rapid. At the age of 15 the girls are fallen, and the boys professed thieves. To arrest this evil and rescue these children from certain destruction, and remove the sources which supply our charitable institutions, poor houses, hospitals, penitentiaries and prisons, it is necessary that the Commissioners should be empowered to take these children while quite young, and as soon as they are found begging or liable to become vagrants, or whose parents are unable to support them, and before they have entered fully upon a criminal or immoral career. The Commissioners' should have power to establish industrial schools, separate from the nurseries, to which the following classes of children could be sent under the warrant of a Police Magistrate, there to remain until indentured to some useful pursuit.

First.—Children under 12 years of age found begging in the public streets.

Second.—Children under 14 years of age committing a first offence punishable with imprisonment.

Third.—Children whose parents represent them as incorrigible, and given to vices and criminal associates.

If this power should be given to the Commissioners it would have a tendency to dry up the great sources from which crime is supplied. The children in these schools could be adopted out as in the case of the children in the nurseries.

These views of the Association are held by the Commissioners themselves, and are also advanced in the reports of the Prison Association of New-York by very forcible reasoning.

POLICE COURTS.

Your Committee would call the attention of the Legislature to the administration of the criminal law by the inferior magistrates, as most closely connected with the question of reform and relief for the needy and depraved.

The first necessity is—prompt action by the Police Justices on the cases brought before them. When a thief is detected he is apprehended, and the drunkard is carried to the station-house as soon as he is found helpless in the streets. The arraignment and disposition of the prisoners should be prompt. To this end the District Police Courts should be constantly in session. Three Justices instead of two ought to be appointed for each Court.

In order to relieve any of these local Judges of extra labor, the Court of Special Sessions should be constituted in a manner different from the present system. No necessity exists for two Judges to hold that Court at one time—one experienced Magistrate will do justice to the criminal and the people; but two Judges for the Special Sessions should be created in order that this Court might be also constantly in session. There would be no necessity for our extensive

city district jails, if all these Courts were in session every day of the week, except Sunday. A person charged with petty crime could be arrested, examined, tried, and, if found guilty, sentenced, and on his way to the penitentiary in a very short time from the commission of his offence.

The present Police Justices perform great labor, but it is easy to perceive that their number should be increased, and the system of holding courts reformed, in order to get the full benefit of their labor and to dispatch business. The Court of Special Sessions, an independent tribunal, is composed of two Police Judges, taken from their duties in different parts of the city, in order to hold sessions three times a week. This is unjust to those Judges, and a cause of delay. The Police Judges dispatch their examinations and commitments with great speed; it is only when the case is sent to be tried at Special Sessions that delay begins. Sometimes prisoners linger for days in city jails, waiting their turn of trial, because that court meets but three days out of six; and finds each day a discouragingly heavy list of cases, which have been hourly accumulating.

The prisoners in the city jails are idle for days and weeks together, waiting for trial. If they be innocent, this is an outrage; if guilty, they should be tried and sentenced as speedily as possible.

Perhaps the most important consideration in the administration of criminal justice is the character of the magistrate. The highest Judge in the land has not such deep responsibilities as the Police Justices of New-York City. Before them pass in review all the follies and vices of the city.

The jail is a moral hospital, and the Justice has to deal, not with brutal enemies, but with patients needing wise management. The Judges of the higher courts are almost wholly employed with temporalities, property and the rights of property; the Police Justice has to deal with immortal beings, whom vice is seeking to engross and whom the

judicial office is to preserve, not to punish. The Police Justice should be a man of large experience, a close observer of human nature, and capable of sympathy towards the unfortunate creatures to whom he must administer the remedies proper for their cure. The child that has made its first false step, and the reprobate that has served out a hundred sentences on the Island, are brought before him, successively, in five minutes. There is a higher duty to perform than simply to convict and commit according to the letter of the law; punishment will not preserve the child—it has not reformed the reprobate.

LODGING-HOUSES.

Your Committee would recommend for the consideration of the Commissioners of Charities and Correction, the subject of establishing lodging-houses in different parts of the city, where those, who shall be unexpectedly without shelter and without money, can find lodgings for the night, and a plain, wholesome breakfast in the morning.

At present there are no places in the city to which persons can go for a night's lodging, without pay, except to the station-houses. The unfortunate should not be forced to seek shelter in the station-houses, which are always connected with the idea of crime. These two conditions should be kept as wide apart as possible. The register of the station-houses shows the number of persons who nightly find shelter there to be great, and for this class of unfortunates provision should be made. It is not proposed by this plan to establish alms-houses in the city, to give permanent support to the idle or careless, but merely to establish institutions to give a night's lodging and a breakfast to those whom night finds in a large city, without a home, without money and without friends.

EXPENSE OF PUBLIC CHARITIES AND CORRECTIONAL INSTITUTIONS.

Your Committee reports that the expense of the department for the year 1867 was \$981,824.36.

The daily expenses for the maintenance of each inmate in the several institutions in the year 1866 were as follows:

	<i>Cts.</i>	<i>Mills.</i>
City Prisons.....	29	0
Bellevue Hospital.....	33	2
Out-door Poor Hospital.....	..	2
Charity Hospital.....	26	2
Smallpox Hospital.....	46	2
Fever Hospital.....	26	1
Penitentiary.....	38	1
Almshouses.....	13	1
Infants' Department.....	13	3
Workhouse.....	27	4
Lunatic Asylum.....	28	7
Epileptic and Paralytic Hospital.....	36	2
Children's Nursery, Randall's Island.....	24	6

SOURCES OF POVERTY AND CRIME.

One of the most fruitful sources of poverty and crime is the unnatural centralization in cities of immense masses of human beings who should be distributed throughout the rural districts, thus bringing IDLE HANDS AND IDLE LANDS TOGETHER.

The efforts heretofore have been to deal with crime and pauperism after they have sprung into being; whereas true wisdom dictates that efficient steps should be taken to prevent both as the safer and cheaper course in a country where the elements of wealth are almost boundless, and where pauperism can be almost entirely removed by suitable regulations.

BUREAU OF INFORMATION, STATISTICS AND EMPLOYMENT.

Your Committee would recommend that the Commissioners of Charities and Correction be requested to establish,

in connection with their office, a Bureau of Labor Statistics, Information and Employment.

A correspondence should be opened with the different officials of the cities, towns and villages throughout the Western States, and there should be forwarded to them a carefully prepared circular, calling out full and detailed information bearing upon the demand and supply question of all kinds of labor in the respective localities, cost of living, health, &c., &c. With such letters there should be forwarded a pamphlet giving a full account of the organization of the Bureau of Information, Statistics and Employment. The information received from the authorities of the West should be printed in pamphlet form, and a copy handed to each applicant at the Bureau, desiring to obtain the information.

There should be opened one or more books in which should be recorded all applications of persons desiring to go West, in pursuit of new homes and employment, with a full description of their ages, qualifications, trades, number in their families, age of children, &c., &c.

The Commissioners of Charities and Correction should, as fast as such lists can be prepared, forward the same to the towns and villages of the West, and propose to the authorities thereof to forward to them any of the persons described in those lists whom they may desire, on the condition that the authorities would defray the expense of their transfer under an agreement with the emigrant that he or she would repay it out of his or her earnings. Parties in the West wanting labor, could then go to the town authorities, describe what they desire, and deposit their money; which information and money could at once be forwarded to the Commissioners of Charities. Under such an arrangement those wishing to go West could be forwarded to homes, and have the means advanced to carry them from

poverty to peace and plenty ; and while all would be benefited, none would be taxed.

Every emigrant landing on our shores and every child born to us in all conditions of life would then be a source of wealth, and would be welcome.

The Bureau of Information, Statistics and Employment should invite the intelligent and well-known philanthropists residing throughout the principal cities and towns of Europe to act as corresponding secretaries, and forward all publications and works treating upon pauperism, crime, reformatories, prisons, &c., &c., which publications would soon form a valuable library full of suggestions and containing the experience of other countries in these matters.

The Bureau of Information and Statistics could forward in return their own and other publications in this country on these subjects.

This interchange of ideas and information would be beneficial. It is submitted that a Bureau intelligently fulfilling these duties would, with the expenditure of not over \$10,000 per annum, bestow incalculable relief and blessings upon tens of thousands of persons, and could, in a few years, with its increasing experience, almost dry up the sources of poverty and crime.

In addition, the West would be supplied with the labor it so much needs. It should be borne in mind, also, that our people shrink from everything in the nature of alms taking, for this is felt to detract from manhood ; but no such reluctance would be felt where the object of the Bureau would be merely to help those who were willing to help themselves. And it is a duty for the strong to foster and protect the weak, the wise to administer to the less gifted, and the intelligent to point out the way to those who are willing to work, but who know not whither to go in search thereof.

Nearly one-half of our population lives in cities, towns

and villages, whereas not more than 25 per cent. of population should concentrate thus ; the balance should be upon the productive portion of the soil.

DEPOTS IN THE WEST FOR THE DISTRIBUTION OF LABOR.

Your Committee would recommend that the Commissioners of Charities and Correction open a correspondence with the Governors of the Western States, to ascertain from them what encouragement their respective States would offer, to have established in them depots for the distribution of the surplus labor of the East.

The West is greatly in want of labor of all kinds, and can absorb any amount of it. If some of the States should, on examination of the subject, feel inclined to donate large tracts of land upon which model farms could be located, and which, under suitable regulation, could form large depots for the concentration and distribution of labor, important results might be reached. Able-bodied men, women and children, applying to the Commissioners for work, might be at once, when other openings were not available, transferred to these farms, under an equitable agreement to work a certain length of time to reimburse the expense of their transfer, and during the period of such service, they could be trained so as to be much more valuable to those wishing to hire them.

The surplus stock and grain raised on these farms could be sent to the Commissioners in New-York, and could supply the institutions here, thus greatly reducing the cost of maintaining them.

Large depots of labor could thus be established in the West, and thousands provided with temporary homes without cost to the public. Few men are either paupers or criminals from choice, and under suitable provisions both would disappear in a few years and become useful citizens.

It is stated that 60,000 persons are now out of employment in this city, while flour is \$14 a barrel, and millions of acres of land are lying idle and unproductive. So long as our people permit this, they will suffer the penalties of those who violate the great laws of nature, and of supply and demand. There are many thousands of persons in this city who would gladly go to the West if intelligent men in official positions would make suitable arrangements for their so doing.

Intelligence, kindness and philanthropy can accomplish wonderful results in drying up the sources of poverty and crime among us without the expenditure of a dollar of the public money.

The great tide of population setting towards this city should be counteracted by a corresponding tide flowing out into the public lands of the West. The great sea-board must direct its surplus labor to the vast grain fields of the West.

In this plan of establishing depots for the distribution of labor, it is sought to make a thorough effort to afford relief to the suffering by merely using mind and superior intelligence, without expending money—to see how far human ingenuity, business skill and capacity can devise measures of relief by wise combinations to place unproductive hands and undeveloped elements of wealth side by side.

Your Committee would suggest to the Commissioners of Charities and Correction, that a most careful survey and analysis should be made of the population of Manhattan Island.

The cellar population and the inhabitants of the slums and purlieus of the city, should be most carefully examined, and the causes of poverty, crime, deformity and sickness, should form subjects of careful investigation and exhaustive inquiry. All these conditions of existence have their cor-

responding causes in the homes and surroundings of our cellar population.

It will be found far cheaper, to say nothing of the duties of humanity and Christianity, to remove the evil than to support the outgrowth of paupers and criminals.

All efforts at relief should be based upon the simple idea of enabling persons to help themselves—to develop the spirit of independence and of manhood—and to make every man, woman and child, scorn to be a pauper or a public burden. Remove poverty and want, and crime will be reduced at least two-thirds.

Your Committee would recommend the Commissioners, as far as lies in their power, to prepare statistical tables of crime, showing the per-centage of crime in the rural districts and in the city.

CONCLUSION.

Your Committee is of the opinion that the treatment of crime, which results from MORAL AND INTELLECTUAL DEFORMITY, should now be made a science; that poverty and pauperism should be dealt with in an enlarged and intelligent spirit of PREVENTION, rather than by ineffectual attempts at temporary relief; that the sheltering arms of the strong and the gifted minds of the wise should be directed to secure these great ends; and also that by judicious and well-matured arrangements all classes can be permanently relieved, without taxing the honest worker with burdens additional to those he now finds it hard to bear.

BY THE ESTABLISHMENT OF INDUSTRIAL AND REFORMATORY SCHOOLS, INTO WHICH SHALL BE GATHERED, TRAINED AND TAUGHT, EVERY CHILD OF POVERTY AND NEGLECT; BY THE INAUGURATION OF A BUREAU OF INFORMATION, STATISTICS AND EMPLOYMENT, UPON THE PLAN HEREIN DESCRIBED; AND BY THE ESTABLISHMENT OF DEPOTS AND FARMS IN THE WEST FOR THE DISTRIBUTION OF LABOR,

THE GREAT TIDE OF PAUPERISM AND CRIME CAN BE STAYED, AND ITS FOUNTAIN DRIED UP. AND THESE ENDS CAN BE REACHED, NOT ONLY WITHOUT INCREASING OUR PUBLIC BURDENS, BUT WE CAN AT THE SAME TIME GREATLY DEVELOP OUR RESOURCES AND INCREASE OUR POPULATION AND WEALTH.

Before closing this report, your Committee begs leave to state that the admirable condition of the institutions examined, under the care and supervision of the Commissioners of Charities and Correction, shows the Commissioners to be gentlemen of enlarged views, with superior executive ability, foresight and business capacity; and your Committee thinks the important trust reposed in them, and the public moneys appropriated to be expended under their direction, are in safe hands, and that the Commissioners are admirably qualified to inaugurate those great reforms in the treatment of pauperism and crime demanded by the advanced spirit of civilization and Christianity.

All of which is respectfully submitted.

PETER COOPER,
WILLIAM M. VERMILYE,
JAMES BOORMAN JOHNSTON,
WILLIAM BLOODGOOD,
NATHANIEL SANDS,
WILLIAM T. RUNK,
THOMAS J. POWERS,
JOSEPH ALLEN,
STEPHEN SMITH, M. D.,
JAMES ANDERSON, M. D.,
SMITH ELY, JR.,
MOREAU DELANO,
JOSEPH F. DALY,
RICHARD M. HENRY,

*Committee appointed by
the Citizens' Association
to examine the Institutions
under the charge
of the Commissioners of
Charities and Correction.*

